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ABSTRACT

The purpose of this study was to determine whether, according to teachers who have taught in more than one state and have had to fulfil various state requirements for certification, standards for either teacher certification or teacher preparation should be revised to reflect a more uniform system. Data were collected from questionnaires completed by 83 experienced teachers and other school personnel from school districts in the three demographic regions of the country (East Coast, Midwest, and West Coast). The six public school districts which participated in the survey were: Dayton (Ohio), District of Columbia, Council Bluffs (Iowa), Kansas City (Missouri), Omaha (Nebraska), Denver (Colorado), and San Fernando (California). Findings indicate that: (1) most teachers were familiar with the movement advocating nationwide certification; (2) 60 percent of the respondents favored a national certificate; (3) 87 percent believed uniform criteria would help the professional status of teaching and teacher-related professions; (4) the majority favored uniform requirements for the initial certification of teachers; and (5) an overwhelming majority of teachers favored national requirements for the re-licensure of teachers, counselors, and administrators. Teachers also indicated concern that a national certificate would create an additional stumbling block for would-be teachers seeking employment. This thesis includes the Nationwide Teacher Certification Questionnaire used in the survey and 44 references. (IAH)

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Teacher Training and Certification: A Comparative Analysis Between State and National Licensure Procedures and the Impending Effects of the Proposed National Certificate

Presented to the
Graduate Faculty
University of Nebraska at Omaha

In Partial Fulfillment
of the Requirements for a
Masters of Arts Degree in
Secondary Education

University of Nebraska at Omaha
by
Paulus R. West
December 5, 1991

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THESIS ACCEPTANCE

Accepted for the faculty of the Graduate College, University of Nebraska at Omaha, in partial fulfillment of the requirements for a Masters of Arts Degree in Secondary Education, University of Nebraska at Omaha.

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CHAPTER ONE

Introduction

Today, public confidence in our educational system has eroded to a very low level. Many people do not believe that education in America serves its purpose. Some believe, American education leaves vast room for improvement.

Like any other service-oriented entity, schools are constantly battling dilemmas like budget-cutting, scandals of mismanagement, and tales of political cronyism. Success stories, especially in public education, seem to be the exception rather than the rule. This is evidenced as parents flock to place their children in institutions publicized as being above the norm. Endless news reports of declining test scores and higher illiteracy rates often contribute to negative public sentiment. Reports like these illustrate a need within the profession to police itself and establish uniform criteria for teacher certification.

Educational reform has taken on several facets over the past decade. Generally, it has focussed on four basic areas: philosophy, procedure, practical instruction, and professional personnel. The unity they share represents the promise of better prepared teachers, better schools, and a more literate society in the future.

This thesis will focus on teacher preparation, certification, and licensure. According to Citron, (1985) "The first step to excellence in teaching is to improve the qualifications of those who enter the profession" (p. 277). A review of selected states' criteria for new teacher certification indicates a lack of

uniformity in the preparation of teachers, and in the procedures which certify them.

Historically, there has been very little uniformity among teacher certification criteria (Parramore, 1986, p. 10). Individual states have a right by constitutional law to develop their own minimum standards. Thus, there is disparity among graduating teacher candidates nationwide. When compounded by the act of licensure, -- or, state prescribed standards -- the results ensure diverse teacher preparation programs, and likewise, different state licensing requirements. Hence, the end result of the many varied teacher education programs nationwide has been the production of qualified, marginally qualified, and unqualified teacher candidates.

In the 1980's, public scrutiny placed teacher preparation at the top of the educational reform ladder. Recent reports (e.g.: A Nation At Risk, A Nation Prepared: Teachers for the 21st Century, etc.) indicated that the elementary and secondary public schools were not producing well-educated students, and, in fact -- some graduating seniors even lacked the most fundamental literacy skills needed to become productive citizens (Cohen, 1989, p. 229). Various factors were examined to determine the cause of the declining quality in primary and secondary education. This led to the issue of competency of those who teach (Cohen, 1989, p. 229). One reason differences exist among teacher training programs is because of the different philosophical preferences used in training and the lack of uniform standards established for teacher certification nationwide.

The general public believes that qualified teachers will produce literate students. However, the formula for widespread success is not quite that simple. Differences in

teacher preparation programs and a lack of uniform criteria for judging teacher competence may be one of the reasons a direct one-to-one correlation does not exist between qualified teachers and literate students. Another difference affecting the student/teacher level of success is related to teacher training. Subject knowledge is learned by teaching candidates via college course offerings. In contrast, one's individual character traits like leadership ability, management skill, and the ability to stay on task -- perseverance -- are developed by other means.

These varied traits are the exact ones which should be taken into account when certifying teachers according to Shulman & Sykes, (1986). For example, upon completing a teacher preparation program, person "A" might be proficient in public speaking, and person "B" might be proficient in writing; however, both may be competent in subject matter knowledge. If both teachers teach the same class of students the same topic, the two teachers would more than likely have different levels of success or even the same success, because each teacher utilized a different personal approach. Thus, basic content-oriented pencil-and-paper exams are being redesigned by test developers to include evaluations of these personal traits.

Educational Testing Service, makers of the National Teachers Examination, is currently revamping the old NTE in an attempt to make it comprehensible enough to measure both demagogy and a teacher candidate's demonstratable skill. These skills have previously been untested and unaccounted for on the old models of the NTE. Additionally, it is expected that the old NTE's will be replaced by more modern versions of the test by the accreditating agencies who use standardized

exams as the principal indicators of the prospective teacher's level of preparedness.

The long-term benefits expected from the National Boards For Professional Teaching Standards' (NBPTS) approach to national certification are based on the theory that teaching is a "learned" craft. Good teaching is learned through trial and error and through acquired professional knowledge.

Under the National Board's proposal, teacher certification would be based on a college degree, three years of successful teaching experience, and a subjective assessment of classroom performance by a specified observer.

Either subjective, standardized, or both standardized and subjective assessments would be used to measure subject-matter competence. A college degree in a major implies competency. Standardized exams could also be utilized to measure a teaching candidate's demagogic competency. Additionally, assessments of demonstratable skill, such as a teacher's leadership abilities, can be monitored by classroom performance. However, the national certificate will only be issued for veteran teachers; and it is urgent that teacher candidates be prepared so that they can be competent before entering the profession.

President Bush, while unveiling his Education 2000 plan, called for a national test for teachers. In addition to Bush's cabinet, other groups, like Educate America, have moved in support of some form of national assessment. Educational leaders like Albert Shanker, president of the American Federation of Teachers, has suggested a national certificate and national criteria for certification since 1985. According to Shanker, "the certification process could be pivotal in terms of improving standards for teachers." (Ordovensky, 1990).

Statement of the Problem

There is no national or uniform method of evaluating and certifying prospective teachers. There is a move to nationalize these procedures. Little research regarding teacher's perceptions of the necessity of a uniform exam have been completed.

Statement of the Hypothesis

It is hypothesized, that most teachers prefer either a national certificate, uniformity among teacher preparation programs nationwide, or uniform licensure requirements when being certified as opposed to individual state certifying procedures.

Purpose of the Study

The purpose of the study is to determine whether standards for either certifying teachers or preparing teachers should be revised according to teachers who have taught in more than one state and have had to fulfil various state requirements for certification.

Methodology

The initial search for data on preferences for a nationwide teaching certificate was not successful. It is assumed that this was because the proposal for a nationwide certificate had not been well publicized until 1987. Since no empirical data or research on practicing teacher's sentiments on the proposed national certificate or uniform standards could be located, an opinionnaire was the method selected as the means to secure data for this study.

The Pilot questionnaire containing 25 questions was designed and given to a group of eight people consisting of three graduate education majors, three practicing teachers in the Omaha Public Schools, and two University of Nebraska professors. The collective advise of the group was to shorten the questionnaire to one page. The advise was followed.

After randomly selecting school districts in the three demographic regions of the country (East Coast, Midwest and West Coast,) inquiry calls were made to the districts to solicit their participation in this study. Within two weeks of establishing a direct contact person within each district, the Nationwide Teacher Certification questionnaires were mailed with fact sheets on the study. The return of the pre-paid stamped self-addressed envelopes and questionnaires insured a feasible and economical means of securing data for this study. Items on the questionnaire will be quantitatively analyzed to evaluate the formulated hypothesis.

Significance of the Study

This study will show that measures should be taken to strengthen teacher preparation programs, teacher certification procedures, and teaching licensing procedures nationwide. Since the NBPTS program is not designed to accommodate teachers with less than three years of experience, the NBPTS program will not render teacher incompetency obsolete. Unifying teacher preparation criteria for teaching candidates -- before a teacher enters the profession and obtains veteran status, will benefit America's educational system while serving as a mechanism to ensure some of the previously stated reform-oreinted goals.

It was important to target and survey teachers practicing in the field and primarily affected by the NBPTS proposal because they are the ones immediately affected by the nationwide certificate; and they are the professionals who can best revise the current teacher training programs.

Additionally, this study could influence various educational groups such as the National Education Association, the American Federation of Teachers, and various state education associations to increase their efforts to move toward national teacher certification. The results of this joint effort may help restore public confidence in America's education system.

Basic Assumptions

There are several assumptions in this study regarding the survey instrument.

Assumption 1. All survey participants answered the surveys with opinions to the best of their knowledge and without coercion from any employer, teacher's union, etc.

Assumption 2. The surveys gathered reliable information relative to the objectives and proposed significance of this study.

Assumption 3. The data gathered are a true representation of diverse teacher sentiment nationwide on issues pertaining to the certification process.

Limitations

There are two limitations in this study.

Limitation 1. This study is not definitive of all practicing teachers' sentiment towards formal approval of the proposed national certification procedure.

Limitation 2. Both the number of individual responses and number of school districts participating limits this study demographically.

Definition of Terms

The following terms and acronyms are referred to throughout this thesis. Thus, to insure clarity, the names of those various acronyms and the distinctions between some of the terms are identified here.

AFT: American Federation of Teachers.

Certification: "the process of legal sanction which authorizes the person certified to perform specific services in the public schools of the state. . . . Primarily, the process is applied to people entering the profession" (Strassle, 1985, p. 494).

Educator: Anyone serving in the capacity of a facilitator of instruction who has not been certified by some state or accrediting agency.

Licensure: "the legal process of permitting a person to practice a trade or profession once that person has met certification standards. Through licensure, a profession controls the quality of its membership and its efficacy as a profession. The right to license members of a profession is generally regarded as a clear sign of professional autonomy and the acceptance of responsibilities by a professional group, . . . although several of the states currently issue "licenses" rather than "certificates," " (Strassle, 1985, p. 494).

NBPTS: The National Boards for Professional Teaching Standards.

NEA: National Education Association.

NTE: National Teachers Examination.

PPST: The Pre-professional Skills Test.

TAP: Teacher Assessment Project of Stanford University.

Teacher: Anybody serving in the capacity of a facilitator of instruction who has been certified by some state or accrediting agency.

Format of the Paper

Chapter two will discuss four areas: a historical review of teacher preparation programs in America; the need for a national teaching standard; current procedures for new teacher certification; and the means developed to assess such candidates.

Chapter three will discuss how the study on teacher certification and preferences was conducted.

Chapter four will interpret the data collected in the study.

Chapter five will include a conclusion, recommendations, and limitations.

CHAPTER TWO

Review of Related Research

"Inasmuch as men disagree on the ends and means of education, they will inevitably disagree on the preparation of teachers" (Borrowman, 1965, p. vii). In an attempt to understand the future direction of teacher preparation, a brief outline of the history of teacher education is given. Additionally, this chapter includes research on the establishment of teacher qualifications, past practices for training teachers, and current proposals for teacher preparation.

Teacher Preparation Evolution

The evolution of a need for preparing teachers to teach is a difficult one to track. "This condition can be traced back to shortsighted leaders and parents in ancient Greece where slaves (pedagogues) were often accepted as qualified teachers" (Lemlech and Marks, 1976, p. 9).

The significance of such has for the most part, been lost in many different cultures throughout time. In America, the development of teacher preparation programs has been the result of some other movement. Two main factors have influenced the move towards establishing teacher preparation programs: (a) an agricultural society, and (b) a profession held in low esteem. Thus, teacher preparation was not an important issue until standards for general education were established.

The first first public schools in America were established in 1647 in Massachusetts. The state required cities with 100 or more families to set up grammar schools for boys.

> However, few American children went to school before the 1820's. In the 1820's, New York State led the way in public education. The state ordered every town to set up an elementary school. Before long, other states passed similar laws requiring towns to support public schools. By the 1850's most northern states had free, tax-supported elementary schools. Schools in the south improved, but more slowly. (A History of the Republic, 1986).

The history of teacher preparation in this country started when widespread public education mandated teachers for the classrooms. A historical review appropriately begins with the "normal schools," because this is where the first organized attempt to teach teachers how to teach in America was formed. The first law on the books for teacher training was passed in 1818 in Philadelphia. Yet, it was not until thirty years later that the City Normal School of Philadelphia was opened.

The first State Board of Education (Massachusetts) was organized in 1837. It was headed by the noted educator Horace Mann. A year later, one of Mann's friends, Edmund Dwight, donated $10,000 to the "cause" of teacher education. In April of the same year, Governor Edward Everett signed a bill establishing the normal schools. On July 3, 1839, the first normal school opened with three female pupils.

Entrance into the normal schools followed completion of grammar school. It generally consisted of additional training with an emphasis of how to teach reading, writing and arithmetic. Students ages probably ranged from the middle to late teens.

The initial goal of teacher preparation can best be summed up by one of the normal schools' earliest principals, Cyrus Pierce:

> Two things I have aimed at especially in this school: [1] to teach thoroly [sic] the principles of the several branches studied, so that the pupils may have a clear and full understanding of them. [2] To teach the pupils, by my own example, as well as by precepts, the best way of teaching the same thing effectually to others (Harper, 1939, p. 8).

Over the next few decades, the normal schools struggled for survival. A few new schools opened up in the East and Midwest, but due to a lack of funding, several had to closed down as well. Supplies such as reader texts and bibles, desks, paper and pencils, and candles were donated ususally by local philanthropist. The facilities which housed normal schools were either rented or donated. Within a generation, the normal school became the means by which teacher candidates were prepared.

Teacher Preparation and College Programs

In the late 1880's, the task of educating teachers was begrudgingly accepted as a responsibility of the university and college system.

"The teachers college, as it originally developed, was a direct descendant of the normal school." Colleges now assumed the responsibility of teaching the countries teachers through the use of specific course offerings and a practicum. Yet every college did not offer teacher training. Those which did were called Teacher Colleges, and they thrived during the early 1900's to 1940's. In an effort to refine curriculum offerings and course offerings for the nation's teaching workforce, colleges began to add specific subject matter courses to improve a teaching candidate's abilities. Eventually, the name 'Teachers College" was replaced by State College or sometimes by 'State College of Education' " (Beggs, 1965, p.14).

"There is some conviction that the most important development in teacher education in the twentieth century has been the large universities' acceptance of major responsibility in this area" (Beggs, 1965, p. 19). The University of Iowa was the first to operate a "School of Education." Other schools followed shortly thereafter. Yet,

> There is no documented record available to indicate when, or how, or under what circumstances teacher education became a part of the program of the liberal arts colleges. . . . Teacher education, however, has not received emphasis as a major function of the institution. It has been an addendum, a pattern to protect the interest of those students who wish to teach and who, to do so, must meet specific requirements (Beggs, 1965, p.17).

Selected criteria for teacher competency changed after mass compulsory education laws were enacted. Levels went from just having a basic proficiency in reading, writing, and arithmetic to including proficiency in professional techniques and specifying subject matter to be taught (Gorth and Chernoff, 1986). The additional requirement of subject and professional knowledge mastery has, for the most part, remained constant as a part of teacher development and training.

Outside influences have also affected the present state of teacher training. For example, during the 1900's, many American scholars were studying German institutions of higher education, educational policies, and scholarly practices so that they could have a guide to pattern an American teacher training system. During this same period, domestic laws were passed to help set the course in establishing teacher standards. The process of establishing criteria for who could teach is currently called certification.

The Power of Certification and Licensure

Although the terms certification and licensure are used synonymously in this thesis, they do not mean the same thing. The difference between the two is that "certification" is granted by a group of practicing professionals in the field. On the other hand, "licensure" is a process where a governmental agency such as the state department of education sets the criteria for entering professionals at some minimally acceptable level. According to Shive (1988), "these standards are designed to insure that the individual is competent to practice, and therefore, the standards protect the general public."

> In teaching, as opposed to other professions, licensure has become specific in such requirements as courses, semester hours of study, and field experience, but has not focused as much on the conceptual content of the professional program. Teaching has not achieved full professional status in part because its own professional organizations (until recently) assumed this responsibility for setting standards and training its members. (Shive, 1988).

By virtue of the Tenth Amendment, states were given the right to establish criteria for educational institutions and standards. Criteria for certification in teaching is established by the state. The Tenth Amendment of the Bill of Rights states: "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people"

The decision of America's founding fathers to give individual states control over education has long historical roots that date back to ancient Greece. An understanding of this is important, because the laws affecting education, and indirectly, who and how one is qualified to teach, are all linked together.

> The licensing of teachers is almost as old as organized society, and perhaps involves as much or more complexity than any other area where licensure is practiced. During the sixth century B.C. in Athens, the schools where placed under state supervision. By 1150 a centralized system for the licensing of teachers had been

> established, and an oath of fealty and obedience was required. As late as 1760, the qualifications established by the governor of New Jersey specified that to obtain a license to teach, one must be of good character, loyal principles, and professed protestant faith (Beggs, 1965, p. 45).

During the 20th century, teacher education became a political issue. Teacher preparation was scrutinized intensely. Individual states defined what was necessary for certification; thus teacher certification varied from state to state. Some states allowed teachers to teach who had only a high school diploma. Other states required that a candidate be of "good moral character" and have religious training in addition to a competency in reading writing and arithmetic. Still other states required a bachelor's degree.

Since the early 1960's, preparation for teaching candidates have changed. Many states did not use exit or qualifying exams as a way to certify teachers. Today, students are required to go through college, obtain at least a bachelor's degree (not necessarily in Education), pass some type of qualifying examination (like the NTE, or D.C. public schools' test), and participate in a practicum commonly referred to as student teaching. Other states specifically required candidates to matriculate through Teacher Education Colleges or Departments in order to sit for certification exams. This requirement was to give teaching candidates additional preparation for becoming a teacher. For example, English teaching candidates enrolled in Education Departments or Colleges were required to take courses like "Preparation for Secondary English." This course was designed to help the the teaching candidates learn how to develop lesson plans, unit

plans, and other supplementary material helpful in an actual class environment.

Assessment Methods for Teaching Candidates

Periodicals have allowed authors and educators to identify problems with teacher preparation programs. One author, Robert Roth, pin points some of the problems Teacher Colleges have been faced with.

> Numerous national reports have been issued which cite the inadequacies of teacher education programs and the quality of the students who enter and graduate from these programs. . . . Some of the specific concerns which have been identified in these reports can be summarized by the following:
>
> a. There appears to be a lack of a specific body of knowledge in teacher education.
>
> b. Teacher education courses and programs do not appear to have been particularly effective in producing competent teachers.
>
> c. There appears to be little substance in teacher education programs and thus, their value is greatly questioned (Roth, Winter 1984-85, pp. 1-5).

Like teacher preparation programs, problems have also been identified with the current assessment measures utilized to certify teachers. Two methods of assessing proficiency for certification are evaluations from student teaching experiences

and successful completion of state mandated course requirements.

Subjectivity is one of the main reasons why evaluations from student teaching experiences are the least preferred method for assessing a teacher candidate's competency. The main complaint for state mandated requirements are that they generally will set a minimum competency level.

In some state's teacher preparation programs, like the state of Virginia, evaluations from student teaching experiences are relied upon heavily by the state granting the teacher candidate's initial certificate. Furthermore, not all student teaching programs are the same. Teacher education curricula and programs vary. Thus, the validity of student teaching as a "complete" assessment tool for certification has been questioned because it offers only a scaled down version of an actual classroom environment.

Completion of course requirements is the second method of evaluation. Students who major in a specified subject area may become certified in some instances without being evaluated during a student teaching experience. This occurs when beginning teachers are certified in subject areas that do not traditionally have schools or majors. Exceptions include classes where technology demands that schools change. Computer science is an example of such a topic, course offering, and major for which teachers cannot be evaluated during a normal student teaching experience.

Alternate methods for obtaining certification exist. In these cases, teachers are certified based on their professional experience. Hence, some of the alternative methods do not include subjective reviews from student teaching experiences.

Competency testing is another means used in certification. According to Gorth and Chernoff (1986), "By the end of 1984, approximately thirty-eight states had begun using some kind of testing" (p.1). Table 1 lists the states, as of January 1987, which included testing requirements for competency before obtaining a teaching certificate.

TABLE 1

States requiring testing for the initial certification of teachers

State	Enacted	Effective	Test Used
AL	1980	1981	State
AZ	1980	1980	State
AR	1979	1983	NTE
CA	1981	1982	State
CO	1981	1983	California Achievement
CT	1982	1985	State
DE	1982	1983	PPST
FL	1978	1980	State
GA	1975	1980	State
HI	1986	1986	NTE
IL	1985	1988	State
IN	1984	1985	NTE
KS	1984	1986	Undetermined
KY	1984	1985	NTE
LA	1977	1978	NTE
ME	1984	1988	NTE
MD	Pending	--	--
MA	1985	Undetermined	Undetermined
MS	1975	1977	NTE
MO	1985	1988	Undetermined
MT	1985	1986	NTE
NE	1984	1989	PPST
NH	1984	1985	NTE

Table 1 (continued)

State requirements in testing

State	Enacted	Effective	Test Used
NJ	1984	1985	NTE
NM	1981	1983	NTE
NY	1980	1984	NTE
NC	1964	1964	NTE
OH	1986	1987	State
OK	1980	1982	State
OR	1984	1985	CBEST
SC	1979	1982	NTE and State
SD	1985	1986	NTE
TN	1980	1981	NTE
TX	1981	1986	State
VA	1979	1980	NTE
WA	1984	Undetermined	Undetermined

SOURCE: (Goddard, 1987, p. 101).

Accountability is perhaps the foremost reason for using competence testing for certification. However, the pencil-and-paper tests are not an absolute measuring device of a teaching candidate's preparedness and its use creates controversies.

As noted in Table 1, not all states administer the same competency test, and as a result, states who enter reciprocity agreements might question another state's testing requirements. Additionally, concerns may result from the use of different types of the same certifying exams (e.g.: the

general NTE and the NTE which has been modified for South Carolina) among states sharing reciprocity agreements.

There are three basic types of certifying exams: an off-the-shelf exam, a modified customization exam, and a customly designed exam specifically designed for the state administering it.

Some states use an off-the-shelf test. Such a test offers the state which issues it no control or opportunity to modify it to account for local teaching practices. The PPST and the NTE are examples of off-the-shelf test.

Some states modify existing test for certifying purposes locally. These are called modified customization exams. This type of exam is given when a current off-the-shelf exam like the NTE is adapted for local use within a state. According to Gorth and Chernoff, "modified customization allows the agency to control the policies governing test administration" (1989).

The last option is for a state to have an exam custom-designed for the state or agency authorized to administer it. Unlike the modified customized exam, it is not duplicated from a previously used exam like the NTE. Today, the current trend for the majority of states is to offer a modified customization type exam.

Instead of using an either/or approach, most states will use one form of assessment . This applies to states which have in their certification process a requirement stipulating that candidates must graduate from education programs or from schools of education. For example, before taking the PPST, one must successfully complete the first two years of a teacher education program (NE); or before obtaining certification, the candidate must pass the general and professional knowledge sections of the NTE. (VA).

Agreement is evident concerning the use of standardized exams to assess a teacher candidate's competence. Some professional educators, like Lee Shulman of the Stanford University Teacher Assessment Project (TAP), argue that a pencil-and-paper exam, despite its ability to measure content knowledge for a specific discipline, is not enough on which to base a certification decision. The Deputy Executive Director of the National Association of Elementary School Principals, Edward Kelly, warns: "What we don't need is a stampede to the simplistic idea that a national test is the answer for everything." Others agree, yet argue that competency tests are the best assessment indicators currently available.

According Shulman, "We must attempt to go beyond the simple test score as an indicator of complex teaching performance" Shulman adds:

> For some time, educators have acknowledged that prospective teachers are being tested on only about half of what they should know. The current standardized multiple-choice examinations can measure basic skills and knowledge of academic subjects. But the other, less tangible half of teaching, actual classroom work, has eluded the testers (Watkins, 1988, p.36).

Controversy revolves around competency testing and minimally acceptable levels established by state licensing boards who require the exam for state licensure. If the public welfare is at risk and the principal reason for certification via testing is to protect the public from teacher incompetence, it would only seem logical that stricter standards, not minimum

standards of competency, should exist. Adopting a stricter standard is not what occurs when states use a standardized test because "concern about teacher incompetency had given rise in recent years to state legislation establishing minimum competency requirements as a prerequisite to teacher certification" (Strassle, 1985, p. 496). In fact, over one-third of the states which require teachers to take exit or qualifying exams before becoming certified have enacted legislation which sets or allows the appropriate agency to establish minimally acceptable standards.

The last area of controversy revolves around cultural biases existent in standardized tests. This implies that the tests are culturally biased because a substantially lower number of minorities pass these exams than their majority counterparts. Recent articles such as: *Minority Bias Review Panels and Teacher Testing for Initial Certification: A Comparison of Two States' Efforts, Disparate Impact of Teacher Competency Testing on Minorities: Don't Blame the Test-Takers -- or the Test,* add validity to the bias claim which, as a result, "have served to decrease the already low pool of potential minority teachers." (Hood and Parker, 1989).

The Supreme Court has upheld EEOC (Equal Employment Opportunity Commission) guidelines which state, if valid, that the standardized exam may be used for assessing teacher qualifications for licensure. Specifically, the EEOC states:

> Title VII of the Civil Rights Act of 1964 outlawed employment discrimination on the basis of sex, race, color, religion, or national orgin, and empowered the EEOC to enforce the law. The 1970 EEOC Guidelines, a revision of the original

> version, included a set of stipulations founded on the premise that standardization and proper validation in employee selection procedures would build a foundation for the nondiscriminatory personnel practices required by Title VII. They are: Empirical data should be made available to establish the predictive validity of the test; and where predictive validity is not feasible, evidence of content to job requirement is supplied. Where validity cannot be established, evidence of a test's validity can be claimed on the basis of validation in other organizations as long as the jobs are shown to be comparable and there are no major differences in context or sample composition. Differential failure rates for members protected by Title VII constitute discrimination unless the test has been proven valid and alternative measures for selection are not available. Lastly, failure rates must have a job-relevant basis and where possible, data on such rates must be reported separately for minority and non-minority groups. (Title VII, EEOC Guidelines, 1970).

In cases where standardized exams are used by states to certify teachers, the state must also prove that the minimally acceptable score was not established in a capricious or arbitrary manner. This was done in a 1977 case: U.S. v. State of South Carolina. (445 F. Supp. 1094).

> One of the most significant aspects of testing for employment decisions is setting the passing or cut-off score. . . . In South Carolina in 1977, the use of the NTE had an adverse impact against blacks. The state, however, decided to investigate the test, validate it in South Carolina, and set cut-off scores in a systematic, empirical fashion (Nassif, 1986).

South Carolina was not the only state to have a disproportionate number of minorities fail the certifying exam. Table 2 illustrates how ethnic minorities fared compared with their majority counterparts on a standardized test administered in New York in 1986. Gender statistics, which are often used to prove discriminatory hiring practices against women, are also included.

Table 2

Number taking and passing and percent passing the October 1986 NTE Core Battery Tests in New York.

NTE Core Battery Test in New York (1986).									
Population tested	Communication Skills (650)			General Knowledge (649)			Professional Knowledge (646)		
	#Test	#Pass	%Pass	#Test	#Pass	%Pass	#Test	#Pass	%Pass
Examinees in States	4,740	3,792	80	5,147	3751	73	4,301	3,441	85
Black	273	127	47	316	126	40	209	124	85
Mexican	4	1	25	5	4	80	2	1	50
Native Amer.	20	15	75	20	17	85	20	15	75
Asian	33	14	42	27	16	59	27	13	48
Puerto Rican	97	38	39	111	33	30	85	48	56
Hispanics	50	25	50	57	21	37	37	23	62
White	3,834	3,283	86	4,095	3,230	79	3,251	2,930	90
Other	76	51	67	77	56	73	63	46	82

Table 2 (continued)

NTE Core Battery Test in New York (1986).

Population tested	Communication Skills (650)			General Knowledge (649)			Professional Knowledge (646)		
	#Test	#Pass	%Pass	#Test	#Pass	%Pass	#Test	#Pass	%Pass
No Infor.	353	238	67	439	248	56	337	644	72
Males	954	771	81	925	790	85	790	644	82
Females	3,761	3,008	80	4,160	2,920	70	3,170	2,740	86
No Infor.	25	13	52	62	41	66	71	57	80

SOURCE: Journal of Law & Education, (Spring 1989) Vol. 18, No. 2 p.250.

Proposal/Adoption of a National Standard

The National Board For Professional Teaching Standards (NBPTS) was established in 1987 as a nonprofit organization whose principal goal focuses on standards, standard development, and assessment.

First, the NBPTS wants to develop and then establish "high" and "rigorous" standards for board-certified teachers. Philosophically, the NBPTS standards ask "What a teacher should know and be able to do." Board proficiency in teaching includes:

> a broad grounding in the liberal arts and sciences; knowledge of the subjects to be taught, of the skills to be developed, and of the curricular arrangements and materials that organize and embody that content; knowledge of general and subject-specific methods for

> teaching and for evaluating student learning; knowledge of students and human development; skills in effectively teaching students from racially, ethnically, and socioeconomically diverse backgrounds; and the skills, capacities, and dispositions to employ such knowledge wisely in the interest of students (NBPTS, 1990, p. 13).

The assurance of teacher competency is a major objective behind a national certificate. In all likelihood, individual candidate files will complement existing assessment procedures when fulfilling national certificate requirements. Such files will include items like teacher evaluations by principals or department chairs, teacher ratings by students, and video taped lessons of the teacher at work.

> Because examinations alone are limited in their ability to gauge competence, most professions rely on program accreditation to complement examination-based standards. The combination of rigorous assessment, an extended course of professional study, and a well-supervised clinical practicum provides the strongest warrant of competence. Such a requirement assures not only that certain studies have been completed, but that certificate holders have been socialized in college and university settings where there is extended time for interaction and reflection with peers and faculty on matters of professional practice, ethics, and tradition (NBPTS, 1990, p. 33).

Requirements for national certification are currently set at obtaining a baccalaureate degree from an accredited

institution, and three years of teaching at the 1-12 level. The rationale for this is as follows.

> Experience can also be seen as a de facto licensing prerequisite, for in the public sector and at a fair number of private institutions, one cannot acquire such experience without some official sanction by the state. Similarly, an experience prerequisite also serves as a de facto education requirement, for, to the extent state licensing requires a particular education requirement and teachers have to be licensed to gain experience, requiring that teachers be experienced ,will, in most jurisdictions, means [sic] requiring that they satisfy a state approved education standard. While the experience criterion modestly limits access, it does so at a time in a teacher's career when, almost by definition, his or her practice is at less than an accomplished level. It suggests that no matter how well a beginning teacher has been schooled or prepared, some time is needed for the development of mature practice (NBPTS, 1990, p. 36).

The availability of national certification for experienced teachers only allows it to establish itself as a super credentializing device which works with (as opposed to replacing) state certification procedures already in place. Since it will not replace state licensure, securing national licensure becomes a professional and voluntarily sought experience.

National Board Assessment

The first nationally certified teachers are expected to file for candidacy some time in 1993. How these candidates are assessed under the "rigorous and stricter standards" policy is yet to be developed. The desired assessment, in the words of NBPTS, must be ". . . professionally credible, publicly acceptable, legally defensible, administratively feasible, and economically affordable" (NBPTS, 1990, p. 51).

Areas under current consideration for the development of the NBPTS assessment process include (yet are not limited to) the following expectations:

*The assessment should measure those characteristics of what a teacher should know and be able to do that contribute significantly to the study of learning.

*The assessment procedures should have a profound impact on the teacher's role in education, on student learning and on the public's perception of teaching and learning.

*The assessment will consist of a variety of methods, including some that may require assessment of on-site performance.

*There will be minority involvement in all stages of the development process.

*Procedures to detect and eliminate instances of external and internal bias with respect to age, gender, racial and ethnic background of teacher candidates will be incorporated in the development process.

> *Given a choice between two equally valid assessments, the National Board expects that the method exhibiting the least adverse impact is to be preferred.
>
> *The assessment process is to provide a body of information that assists teachers in preparing for the assessment as well as to provide constructive feedback, especially for those candidates who do not, at first, meet the National Board's standards (NBPTS, 1990, pp. 51-2).

Naturally, NBPTS has a keen interest in the methodologies selected for use in assessing the certification of candidates. Criteria established by NBPTS aim at assuring the public that NBPTS assessments are valid, reliable, and cost efficient. NBPTS also hopes their assessment procedures and the national certificate will have a positive impact on the profession of teaching.

Shulman's Portfolio Theory

Another area of assessment which has generated high praise from its experimentally developed prototype is the use of portfolios. Portfolios will be a tangible, "coherent body of evidence" via "some sort of cumulative record - that documents the teaching capacities of each candidate" (Shulman, 1987, p. 39).

Several school districts in the Midwest have worked for the past few years in developing portfolios in conjunction with Shulman's work in the Teacher Assessment Project at Stanford University. Documentation in the portfolios includes: lesson plans, samples of student work with teacher comments on

them, videotaped teaching experiences (possibly modelled after Dr. Dwight Allen's micro-teaching method), critiques of videotaped lessons, cooperative teacher and teacher mentor notations, and other items. Nevertheless, the following is an excerpt from Shulman's article on the value of teacher testing and how the assessment for certifying beginning teachers could be handled:

> A performance assessment uses methods of simulation to represent aspects of the functions to be performed in a given occupation. The candidates come to the center, where each one participates in similar exercises. Unlike traditional tests, in which a candidate responds by selecting an alternative in multiple-choice tests or by writing an essay that describes what one would do under certain circumstances, activities at an assessment center require the candidate to respond as they would on the job. In planning an exercise, candidates must plan; in a group problem solving exercise, candidates deliberate together; in a teaching exercise, they teach (though perhaps to a TV screen, an adult examiner, or a small group of "pupils" who have been hired to participate. . . . A teaching assessment, for example, might ask candidates to examine several textbooks in their special fields, critically analyzing their accuracy, the perspectives they take on the material covered, the kind of pedagogy they represent, their contrast with other instructional materials in the field, their appropriateness for different groups of learners, and the goals to which they are directed (Shulman, 1987, pp. 39-40).

Thus, research indicates a variety of assessment methods are available for assessing teacher candidates today. Standardized exams and student teaching evaluations have been utilized extensively to date. Additionally, variations among teacher preparation programs exist. Some colleges have a school, a college, or a department of education, while others do not. These variances are part of the reasons why a move towards a national certificate or more uniform criteria have developed. Chapter three tells how this specific study on teacher certification sentiments (whether or not teachers believed national certification should be adopted) was conducted.

CHAPTER THREE

Design of the Study

The initial study was conducted between January 1st and May 21st 1991. A combination of 16 school districts and/or teachers unions were randomly selected from different demographic regions.

The solicited responses presented a diverse group of teachers who had been licensed and/or trained from many different states for this study. Additionally, it was very important to select multiple cities within a region and cities that feature a very diverse workforce. In the event that only one district per region responded, the study would still secure participation from each demographic area. The East Coast, Midwest, and West Coast regions were selected. (Please see Appendix A for a detailing of selected cities within these regions.)

Before sending materials to the selected school districts, inquiry calls were made to establish contacts and to obtain specific instructions for what guidelines should be followed for submitting research instruments. (See Appendix B for a list of the school districts contacted.)

A follow-up letter was then sent to re-establish contact with the resource person. A set of 25 questionnaires accompanied the follow-up letter. Receipt of all materials was acknowledged generally between ten business days and several months. (See Appendix C for a sample of the follow-up form letters sent to the school districts, and Appendix D for a

sample of the actual Nationwide Teacher Certification Questionnaire.)

Fliers explaining the research effort were sent to the contacts so that the teachers receiving the questionnaires would know why they were being asked to participate. Postage-paid return envelopes were provided to assist in the return of the questionnaires.

The questionnaire consisted of 15 questions on a single page. This was done to minimize respondent time since many school districts emphasized that time would be a key factor in whether or not they would distribute the questionnaires. Some school district personnel cited prior teacher commitments and excessive paperwork reduction policies as reasons why requests for research are often refused.

Many of the questions on the Nationwide Teacher Certification Questionnaire were volunteered from teachers who experienced problems when relocating and seeking employment in a different state. After formulating a list, the 25 questions were submitted among a group of eight people consisting of three graduate education majors, three practicing teachers in the Omaha Public Schools, and two University of Nebraska professors. Upon reading and discussing those recommendations with them, 10 questions were deleted from the pilot-questionnaire. Questions that were identified as too long or redundant were eliminated.

After tabulating the number of responses sent and returned from the January thru May mailing, it was determined by the graduate faculty of this thesis that the response rate was too low. Subsequently, a minimally acceptable response rate was agreed upon and set at fifty percent.

The time period for reissuing a second set of questionnaires ranged between September 10, 1991, and November 11, 1991. However, the process on the second issue was handled slightly differently. After reviewing some of the letters in the appendices section of this thesis, it was believed that a higher response rate could be obtained from a reissue. Generally, districts that mentioned that they would have participated if circumstances were slightly different (timing, additional materials, etc.) were issued a second written inquiry. (Please see Appendix E for a general sample of a second inquiry.) Some school districts that did not participate initially were contacted again via phone unless they indicated in a prior correspondence that they did not participate in studies of this nature. Once again, the phone calls, as in the cases of the prior calls and mailings to those districts (Anchorage Education Association, Anchorage Public Schools, Dallas Public Schools, Jackson Public Schools (MS), and the United Teachers of Los Angeles) remained unanswered.

It would be very unrealistic to have a national survey without including one region or another. In one instance, since the resource person initially contacted was non-responsive, another professional contact (a principal) assisted with this research effort. This allowed respondents to participate from the West Coast region.

Additionally, reissued responses for both districts which initially had not participated and those which had extremely low response rates were color-coded to assist in the tabulation of the statistics. Teachers in California received bright yellow questionnaires. The Dayton City Schools received cream colored questionnaires, and the Council Bluffs (IA) Public Schools were sent blue copies.

Research Sampling

Even though the instrument sought to distinguish teacher opinion on certification collectively, it is representative of individual experience and personal assessment. A one-shot administration of the instrument was given to participants. No further contact was established with the respondents after the return of the questionnaires. Also, a control group was not used with this research.

The questionnaire was patterned after many public relations type questionnaires which generally ask one of the same questions twice. The repeated question is usually spaced, once in the first few questions of the survey, and then it is repeated in the middle or towards the end of the survey. This internal checking device is included as a check for similar responses; a person who answers the same question (or nearly the same question) with identical answers is generally reliable.

Although the exact question was not repeated in this instance, two Questions, #2 and 14, were very nearly alike in wording, and parallel in content. Thus, they were included on the questionnaire to specifically check respondent reliability. The spacing of these questions was not as important as identically worded questions; nevertheless, the questions were spaced far enough apart to maximize honest responses.

Some of the questions on the questionnaire sought various types of responses. All featured short answer responses. Yet some were closed questioned -- 1-2-3-4/or yes-no-unsure. Every question could not be answered with a yes-no-unsure option. Questions which sought to determine

strengths of preference used a Likert Scale (yes, somewhat, vaguely, no).

A third type of response, the open-ended question, was used. For Question #14, this allowed the respondents to clarify any type of response given for question number two. In many cases, both validated responses were answered with a yes, no, or unsure response. In other situations, different responses were given, yet the responses given in Question 14 clarified and qualified the response given in question number two. In this type of a situation, the returned questionnaire was counted as valid.

Several examples of a returned questionnaire with different answers for the validation questions (# 2 and 4) and qualifying statements which rendered the questionnaires valid came from respondents from the Council Bluffs (IA) Public Schools and the Omaha Public Schools among others. A respondent from Council Bluffs marked unsure for question # 2. Yet, the questionnaire was rendered valid when the respondent answered question # 14 the following way: "This may be one step, but until people realize what we do then they will not consider us as professionals." Another respondent (from Omaha) marked question # 2 as unsure, but the response was also rendered valid because of their comments. Question # 14 said: "See below." Question #15 stated:

> If uniform licensing/certification will bring uniform reciprocity then I'm all for it. If there are limited benefits to teachers, administrators, etc., then we as a profession need to question the need. . . . What are certification requirements for medical doctors, lawyers,

> CPA's? Are they uniform from state to state? You must be sure of the purpose of uniform certification requirements for teachers. I question whether it will raise the professional status of teachers, but it will certainly provide a way to measure the preparedness of potential teachers and relicensed teachers.

Additionally, in situations were question number two was answered and question # 14 was left blank, the returned questionnaire was considered valid due to a lack of an expressed opposite viewpoint.

Procedure

Resources within the personnel departments of the school districts contacted, along with committee members from selected teachers unions, were asked to distribute the questionnaires to teachers, counselors, administrators and librarians within their membership who had been certified in two or more states, or who transferred into the district from out-of-state. Hence, individual distribution procedures were followed in accordance with all of the participating school districts' guidelines respectively. A general set of directions was also included to clarify who was eligible to participate in this study.

Subjects Eligible

Eligible candidates included: any teacher, counselor, administrator, or librarian who had worked in more than one

state, or any of the above staff personnel who were certified in two or more states (whether they had worked there or not), and any newly hired personnel who were recruited for employment and certified from a state outside of the state in which they received their first professional teaching, counselling, or administrative certificate.

The fliers detailing the research effort were posted in buildings, mentioned in correspondence sections of district newsletters, or enclosed with the actual questionnaires given to the respondents.

Surveys were not distributed to all teachers because an open audience would have substantially and automatically inflated statistics for Questions 5, 6, and 7. This also would have rendered questions number three and four irrelevant for the majority of respondents. Additionally, this selective bias would ensure that the respondents were somewhat knowledgeable of the problems associated with re-certification efforts when moving from one state to another. Also, it was anticipated that the respondents' candid remarks (based upon their experiences) could shed light on the proposed benefits of a national certificate as suggested by supporters of the national certificate, lobbyists, and special interest groups.

Participation/Response Rate

In addition to securing variable school districts for participation in gathering research, other forms of data were collected from several sources. (See bibliography section for listing of NBPTS materials and published reports from Lee Shulman and the TAP project.) Appendices F and G are

samples of letters sent to these sources and the returned responses.

Initially, a combination of 16 school districts and/or teachers unions were identified to receive the questionnaires, but only six responded. As a result, 250 of the 425 questionnaires were not distributed to key personnel. This is based on the lack of participation from the following school districts: Anchorage Public Schools, New York City Public Schools, Chicago Public Schools, Jackson (MS) Public Schools, Billing Public Schools, Des Moines Public Schools, the Dallas Independent School District, and the Salt Lake City Public Schools.

In addition to the eight school districts that did not participate, two teachers unions, The United Teachers Union of Los Angeles and the Ancorage Education Association declined to participate.

Reasons given as to why the districts chose not to participate in the study varied. One school district, for example, decided after our initial correspondence that additional criteria would need to be met before participating in the study. (Please see appendix H for the actual letter returned from the Des Moines Public School District.)

The New York City Board of Education was uncertain as to which office was responsible for the distribution of the questionnaires, and were unsure of their distribution. (Please see appendices I and J.)

Some questionnaires were lost. The facilitator who handled the surveys for the Chicago Public Schools stated that he had not received either set of questionnaires; he mentioned his office would be willing to complete another set. (Appendix K.) Upon redistribution, no further response was returned.

Some school districts, like the Salt Lake City School District, wrote back stating that they would have liked to participate, but the district did not have enough time to do so. (Appendix L.) Like Chicago, no further response was obtained upon reissue.

On the other hand, some school districts like the Billings (Montana) Public Schools returned a written response stating that they usually do not participate in research of this nature. (Appendix M.)

One hundred and fifty questionnaires were distributed to the remaining six school districts. And although 25 questionnaires were sent to Maria Luis Reza, the West-Coast resource guide and principal of San Fernando Junior High School of Los Angeles County, only 15 were actually distributed during the re-issue period. This is why one-hundred and sixty-five responses are considered as the maximum possible return.

Most school districts that participated in the study did not send back written correspondence with the returned questionnaires. However, one school district did. (Please see Appendix N for a response from the D.C. Public Schools.)

Other districts who participated in the study included: Council Bluffs (IA) Public Schools, Dayton City Schools, Denver Public Schools, Kansas City (MO) Public Schools, and the Omaha Public Schools.

A total of 102 teacher questionnaires were returned of the 165 questionnaires actually distributed. This represents a 61.8% response rate. Nineteen of the returned questionnaires from the study were deleted because the answers to Questions # 2 and 14 were not the same. Thus, the total number of

applicable responses came to 83 of 102, or 81% of the actual response rate.

CHAPTER FOUR

Presentation and Analysis of Data

The study on Nationwide Teacher Certification sentiment was compiled to determine one major issue: whether standards for either certifying teachers or standards for teacher preparation should be revised into a more uniform system.

For review purposes, the major issue can be further divided into three equally important sub-issues:

1.) If veteran teachers who have either worked in two or more states or who are certified in a state other than where they were working favor a national certificate.
2.) If educational personnel believe a unified standard for licensure will enhance the professional status of teaching, and
3.) If the teaching profession as a whole will benefit from a national certificate.

In order to assess these sentiments, data were collected from the Nationwide Teacher Certification Questionnaires distributed. Of the 165 questionnaires distributed, 102 were returned from eligible respondents.

The teacher responses for each of the objectives were tabulated from short answer responses (yes, no, not sure, etc.). The overall percentage and breakdown of responses for each question are given from the groups listed in figures one through ten.

Figure one illustrates practicing teacher and school personnel familiarity with the Nationwide Teacher Certification movement. Teachers and related professionals include: newly certified teachers with prior teaching experience (transferring in from another state); teachers, counselors, and administrators who have gained certification in more than one state (whether they practiced in all states or not); and beginning teachers (within the first year of experience) who were teaching in a state other than where they received their collegiate preparation or their initial teaching certificates.

Figure 1 list statistics for Question # 1. Nearly two-thirds of all respondents indicated that they were either familiar (32.4%) or somewhat familiar (31.2%) with the proposal for nationwide certification. Twenty point two percent (20.2%) of the respondents said they were vaguely familiar with the proposal, and 16.2% mentioned that they had not heard about the nationwide teaching certificate. Please see next page for Figure 1.

Figure 1

1.) Are you familiar with the current move for nationwide teacher certification?

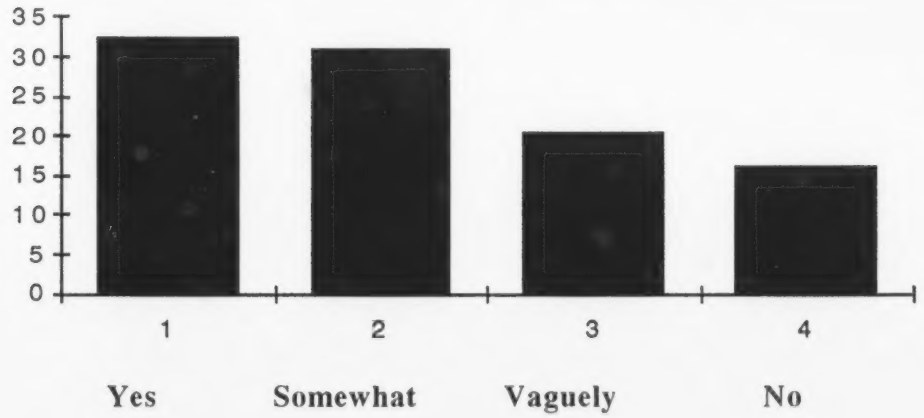


Figure 2 includes statistics on national certificate acceptance (Question # 9). When asked if these teachers were in favor of a National Teacher Certificate, 59.76%. responded yes, 26.83 said no, and 13.41% stated they were unsure.

9.) Do you favor a national teacher certificate?

Figure 2

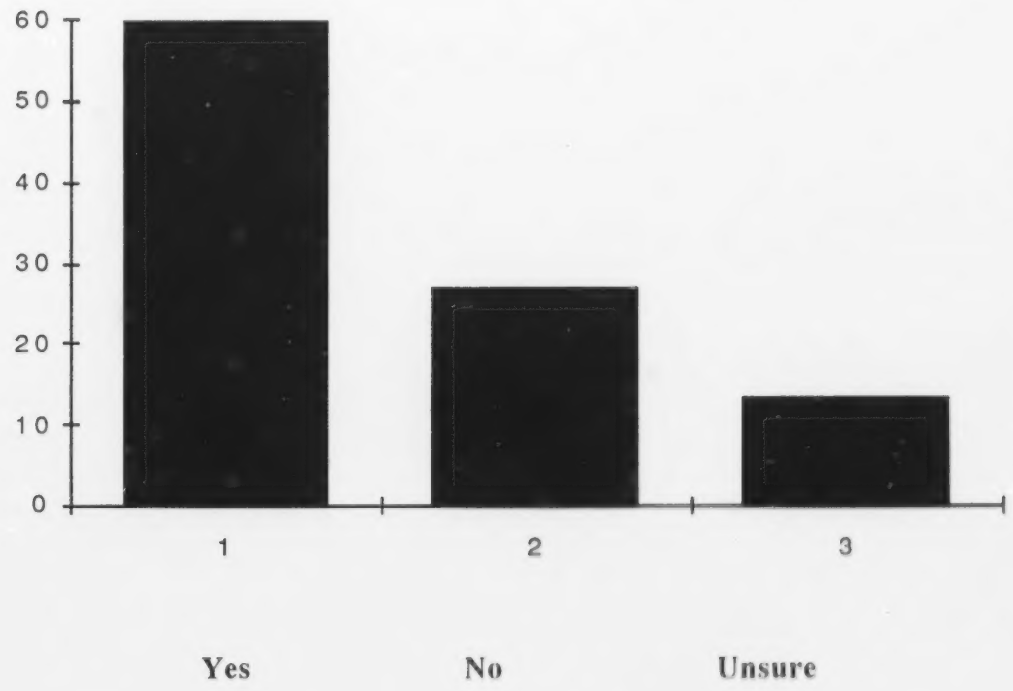


Figure 3 indicates that an overwhelming majority of the teachers surveyed (Question # 3) have taught in at least two states (57.13%). Of the other respondents, 14.29% had teaching experience in three states, 26.19% had taught in only one state, and slightly over two percent (2.39%) had taught in four or more states.

Figure 3 also illustrates that a substantial number of teachers (and school related personnel) had at least two teaching certificates from different states (Question # 4). The highest number of respondents, 49.95%, had two certificates, while 17.85% of those surveyed had obtained three certificates. Almost one-fourth (24.99%) had one certificate; and a category low of 7.2% of the respondents had as many as four different state certificates. (Figure 3).

Figure 3

3.) In how many different states have you taught or worked for a school system?

4.) How many different state certificates have you held? (E.G., State of Iowa Teacher's Certificate, New Jersey State Counseling License, etc. -- include temporary, emergency, provisional and regular certificates.)

Number of Certificates and States

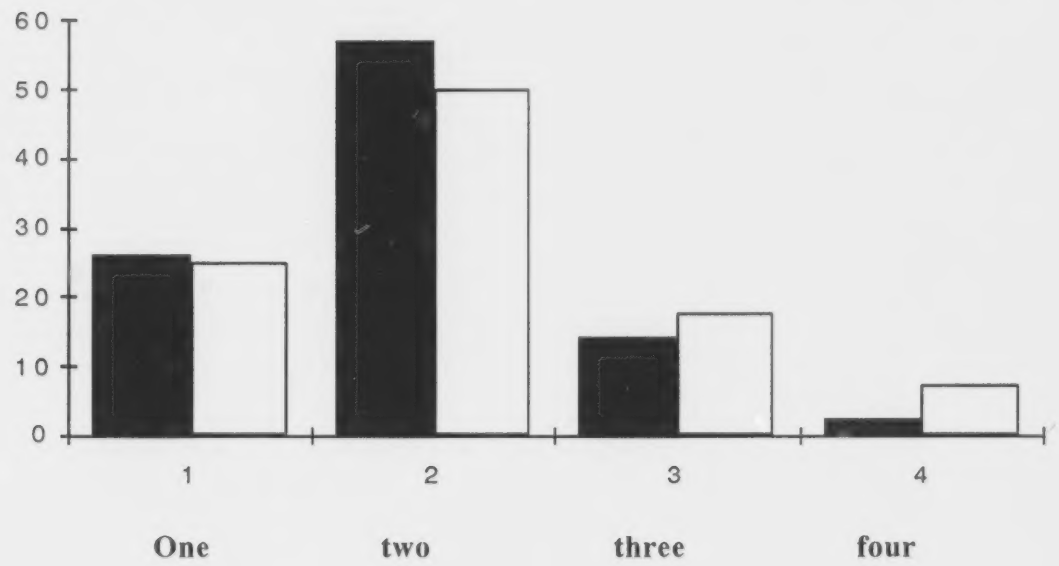


Figure 4 focuses on uniform licensure requirements. The total number of respondents that believed a uniform criteria would help the professional status of teaching and teacher related occupations (Question # 2) was 86.4%; 8.6% of all respondents were unsure of what effect uniform criteria would have; and five percent of all respondents did not believe that a uniform criteria would be beneficial to teaching and related professions at all.

Likewise, a clear majority believed that uniform requirements for certification (Question # 14) would help the status of the teaching profession. An identical number, 86.4% registered "yes". Comparatively, the total of unsure respondents was slightly higher for Question two (9.45%). The number of respondents who believed uniform requirements for certification would not be helpful decreased to 4.15% (Figure 4).

Figure 4

2.) Do you believe a uniform criteria will help the professional status of teaching and teacher related professions (i.e., counseling, etc.?)

14.) Do you believe uniform requirements for certification will help the professional status of teaching and teacher related (i.e., counseling, etc.) professions?

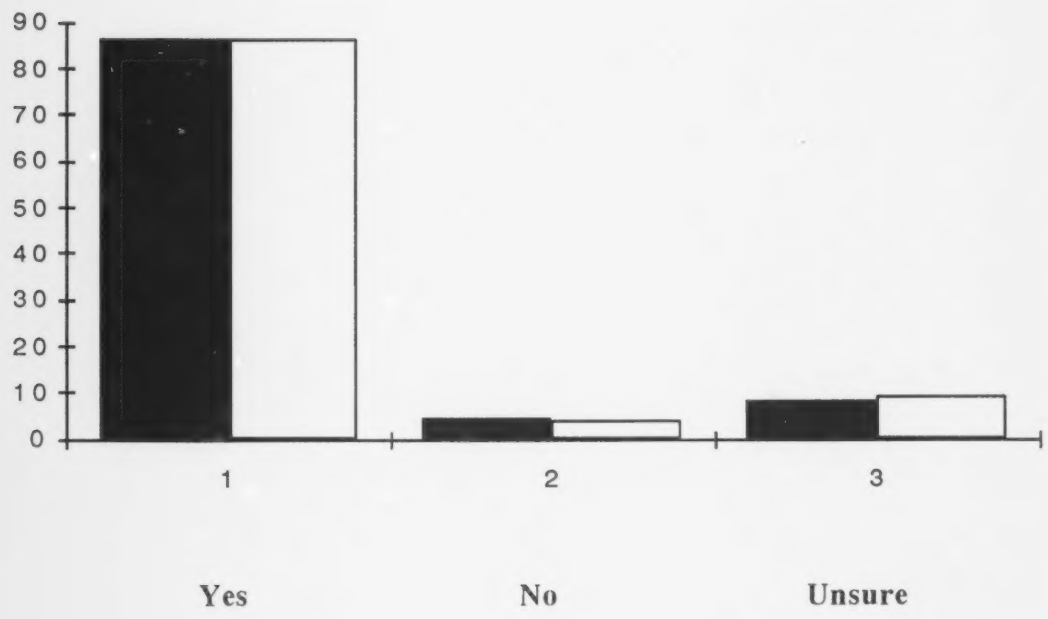


Figure 5 presents tabulated responses for questions five. Close to three-fourths (72.5%) of the respondents stated that requirements for certification among the states where they had taught were different (Question # 5). Nearly fifteen percent (14.4%) indicated that there were no differences, and a category low of 13.1% were not sure if the requirements for certification were the same or different.

Figure 5

5.) Were the requirements for certification different in each state?

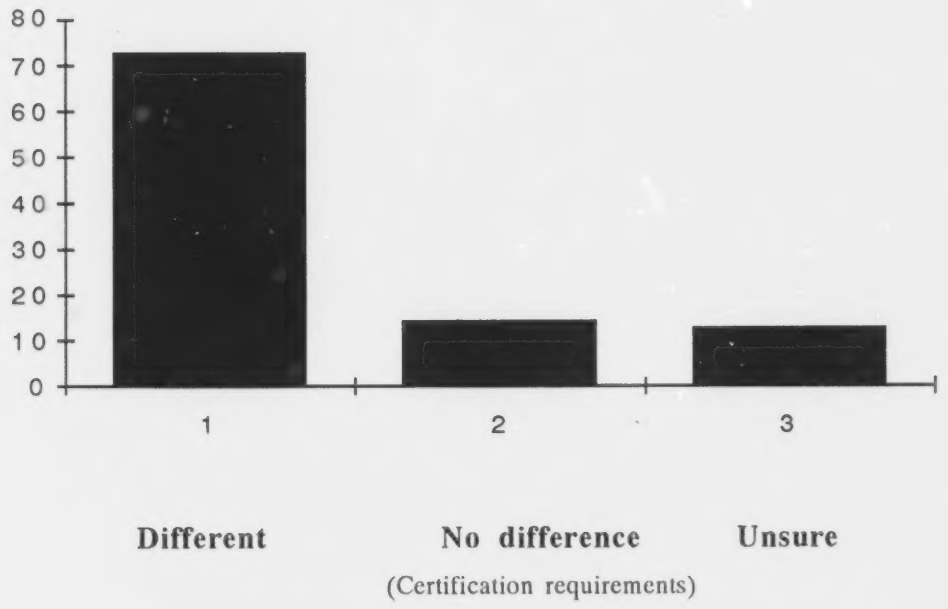


Figure 6 shows the data collected for Question # 6. Almost one-half (47.99%) of the respondents stated that their former teaching certificates were not accepted under some type of reciprocity agreement for licensing purposes by the state in which they located. A little over forty-four percent (44.39%) of the respondents indicated that their prior teaching certificates were utilized for licensing purposes between states, and 7.62% were unsure.

Figure 6

6.) Upon coming to your present job, was your old certificate accepted under some type of reciprocity agreement?

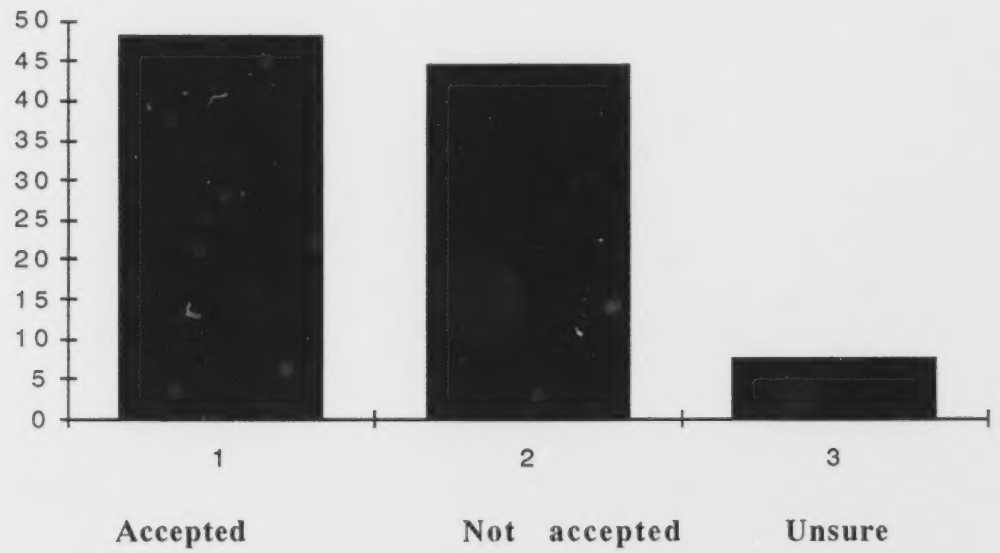


Figure 7 represents the data for question seven on the Nationwide Teacher Certification Questionnaire. When asked if additional classwork was required as a condition of employment for teachers who moved from one state to another. Over two-thirds of the respondents (67.6%) indicated that additional coursework was needed. Less than half of that figure, 31.2%, said that additional coursework was not needed for certification when relocating from one state to another. Under two percent (1.2%) were unsure.

Figure 7

7.) Were you as a teacher, counselor or administrator, as a condition of your employment, required to take additional classwork to obtain certification?

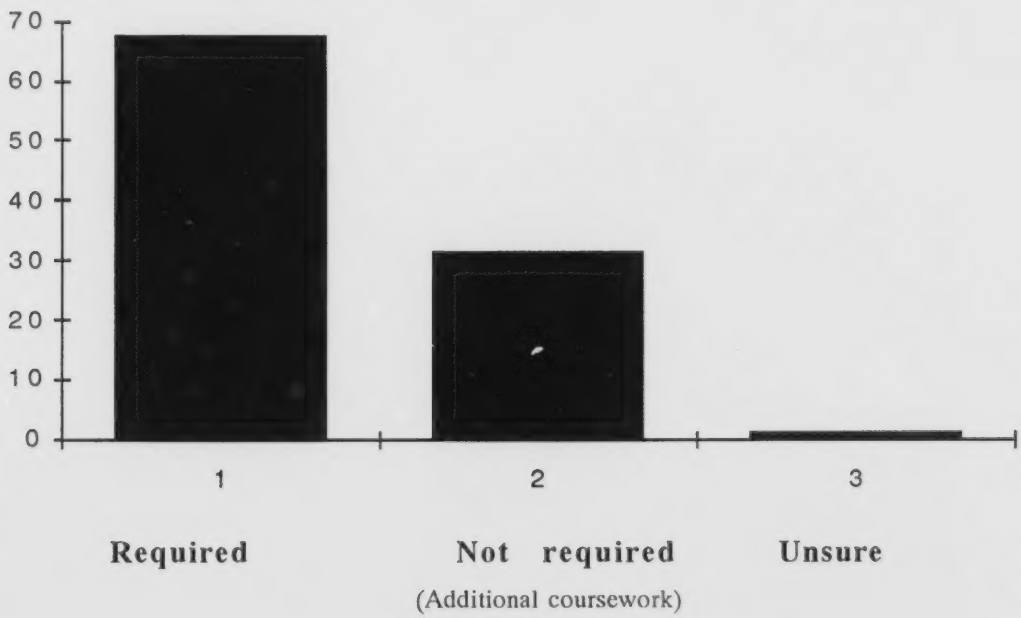


Figure 8 shows the data compiled for question # 8. It measured teacher response to testing requirements for teacher certification. Tallies indicate that 40.25% of the respondents said that a passing score on a standardized teachers exam was required for certifying purposes, while 58.54% of the respondents said it was not required before obtaining their teaching certificates. A category low of 1.21% indicated that the test was required, but that no cut-off score for certification was given. Refer to the adjoining page for Figure 8.

Figure 8

8.) Were you required to obtain a minimum score on a version of the PPST or the NTE before certification?

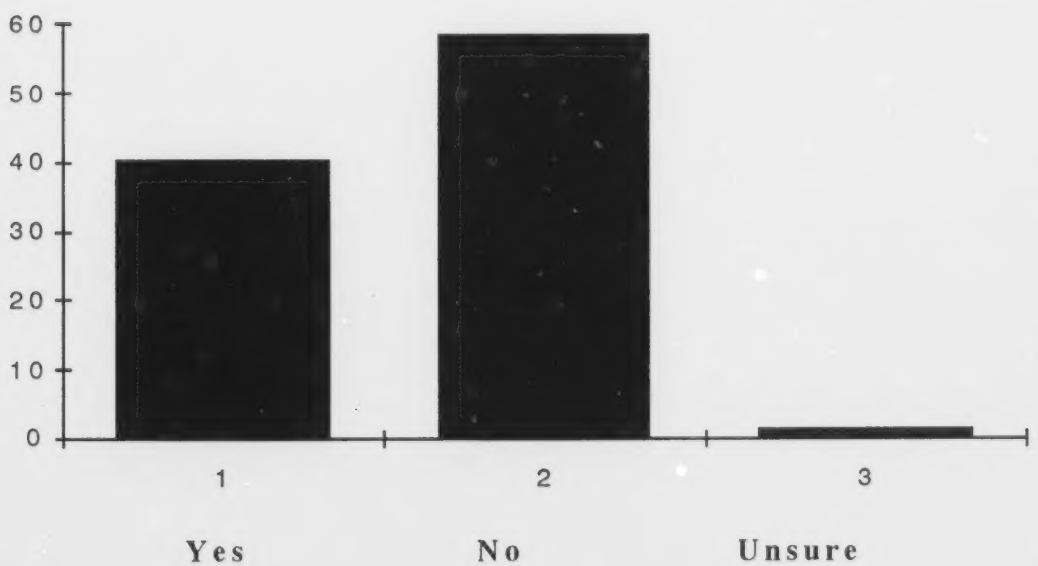


Figure 9 lists responses for uniform requirements for the initial certification of teachers (Question # 10) and counselors and administrators (Question # 11). A resounding 82.46% of all respondents said "yes" to uniform requirements for the initial certification of teachers. Approximately four percent (3.58%) rejected the idea of requiring a national certificate for new teachers, while a modest 13.96% were undecided. For counselors and administrators, 82.4% of all tallies approved of uniform requirements for licensure. A total of 3.44% indicated "no" to uniform requirements for the certification of counselors and administrators, and 14.06% had no decision on uniform requirements for counselors and administrators. Turn to the next page for a detailing of Figure 9.

Figure 9

10.) Do you favor uniform requirements for the initial certification of teachers?

11.) Do you favor uniform requirements for the certification of counselors and administrators?

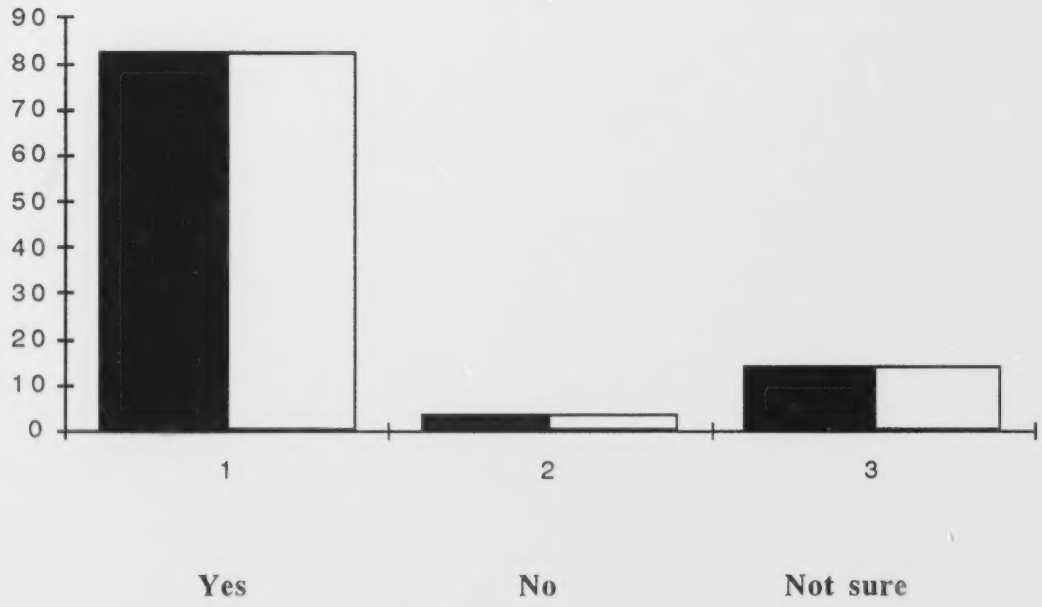
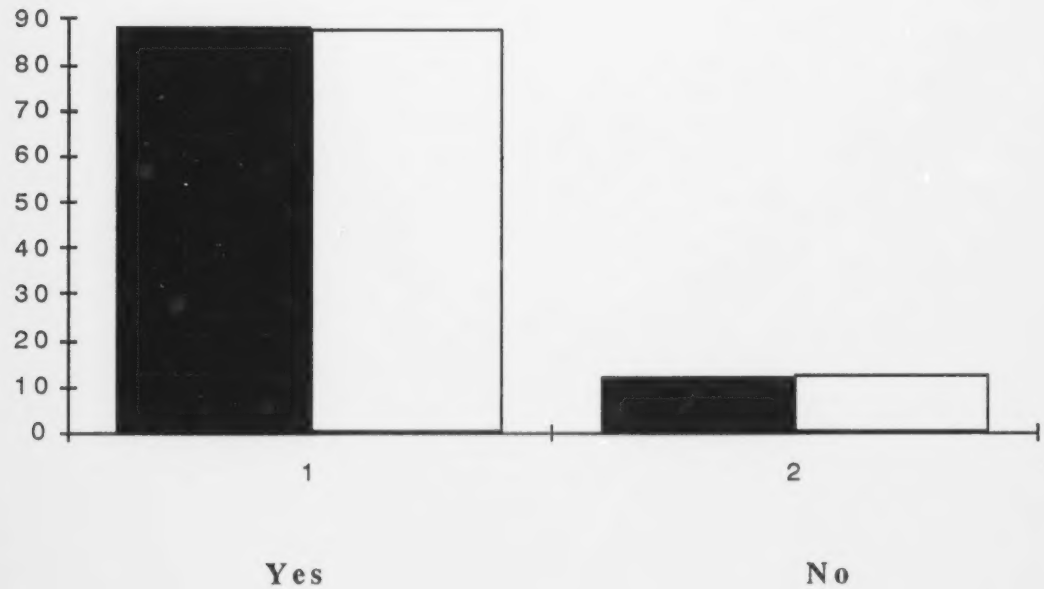


Figure 10 gives similar statistics for the re-licensure of teachers, counselors, and administrators (Question #12 and #13). By a wide ratio, 88% to 12%, of all respondents favored national requirements for the re-certification of teachers. By more than a four to one ratio, respondents also favored uniform requirements for the re-licensure of counselors and administrators (87.6% to 12.4%). Zero percent were undecided on re-licensure for both groups.

Figure 10

12.) Do you favor uniform requirements for the re-licensure of teachers?

13.) Do you favor uniform requirements for the re-licensure of counselors and administrators?



CHAPTER FIVE

Summary, Conclusions and Recommendations

Summary

The purpose of this study was to determine whether teachers who have been certified in several states believe that a national certificate would enhance the professional status of teaching, that the creation of a national certificate would benefit teachers; and, to see if veteran teachers with diverse teaching backgrounds favor a national teaching certificate.

A questionnaire addressing these issues wasdistributed to 165 teachers. The data collected from the questionnaires were tabulated and analyzed. Variable degrees of favorable, unfavorable, or neutral responses were measured for each individual question. Additionally, individual comments were solicited in order to identify the perceived benefits of a national certificate.

Conclusions

An analysis of teacher responses gives the following conclusions:

(a) Most teachers were familiar with the current move for nationwide certification.

(b) This study indicates that 60% of the teachers surveyed favor a national certificate.

(c) The majority of teachers surveyed have taught in or been certified by more than one state.

(d) Eighty-seven percent (87%) of those surveyed believe uniform criteria will help the professional status of teaching and teacher related professions.
(e) Requirements for certification were different among the states.
(f) When seeking new employment, past teaching certificates were not accepted under some reciprocity agreement the majority of the time.
(g) States often require additional coursework inorder to obtain cerrtification with their state.
(h) The majority of teachers did not have to display a minimum level of competence when standardized exams were required in the certification process.
(i) The majority of teachers favor uniform requirements for the initial certification of teachers.
(j) An overwhelming majority of teachers favor national requirements for the re-licensure of teachers, counselors and administrators.

Recommendations

It would appear that the following conclusions can be drawn as a result of this study.

Since nationwide certification will be offered in 1993, teachers, counselors, administrators, and other educational staff personnel should increase their knowledge of the issues surrounding the nationwide certificate. The implications of

what a national certificate means for the profession as a whole should also be clearly understood. Traditional sources (teachers unions, professional journals and magazines, etc.) should step to the forefront to aid in increasing the teaching populations' knowledge on this issue.

Opinions from the nationwide teacher certification questionnaires suggest that a national certificate will produce better teachers.

This study raises questions on whether the national standards will present another obstacle for minority teachers gaining access into the profession. As indicated in Table 2 in the chapter "Review of Related Research," minority teachers do not fare as well as their majority counterparts on standardized exams used for certifying teachers. We do not know what affect the new national standard will have on the future number of minority teachers. Further research needs to be conducted to illustrate this affect.

A follow-up study needs to be made to determine whether the increased benefits offered by securing a national certificate will influence teachers to remain in teaching rather than to seek alternative careers.

Furthermore, a longitudinal study on both the national certificate and reciprocity agreements, and school districts which offer increased compensation should be prepared to monitor the effectiveness of the benefits derived from the national certificate.

Concluding Statement

Individual comments highlight the biggest fears of teachers regarding a national certificate. Many believe a

national certificate will create an additional stumbling block for would-be teachers seeking employment. To date, research neither proves nor implies that this will occur. Although additional steps will be required in order to obtain a national certificate, the qualifying process is not a prohibitive obstacle for teachers seeking employment.

Personal responses solicited from Question # 15 also indicate that reciprocity is the number one benefit expected from a national certificate. "This is a practical response to the changing needs of today's mobile society," stated one respondent. Teachers believe that mobility will enhance a teacher's personal options, increase a teacher's career options, and produce competitiveness within the profession. This seemingly supports others opinions on what benefit a national certificate will have. According to the Superintendent of the Bangor, PA., Area School District, Wilford Ottey, "Often an out-of-state teacher has a difficult time getting certification although he or she may have taught successfully for many years. . . . If national certification could add credibility to these teachers and ease the process of their gaining Pennsylvania certification, that would be valuable."

In the event that the product, a national certificate, is ahead of its time as the cornerstone of educational reform, the marketing of it, and the effectiveness of it as a tool for enhancing the current state of education is bound to be lost if teachers do not understand and support it.

A good faith effort has been made by many educators to help research, establish, and implement a fair, just, and more comprehensive method for certifying quality teachers. A national certificate which serves as a super credentializing device will only solve part of the problem.

The requirements for initial certification should become more uniform. This may include only core curriculum requirements (classwork), or practical experiences (like student teaching via a paid apprenticeship similar to how speech pathologist complete a clinical fellowship year). Additionally, action should be taken to make the training of teachers more comprehensive in scope and relational to the actual task.

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Appendix A

Locations of Participating Districts in the Nationwide Teacher Certification Survey (Cities and districts listed under region.)

East Coast Region

Dayton,Ohio (Dayton City Schools)

Washington, D. C. (D.C. Public Schools)

Midwest Region

Council Bluffs, IA (Council Bluffs Public Schools)

Kansas City, MO (Kansas City Public Schools)

Omaha, NE (Omaha Public Schools)

West Coast Region

Denver, CO (Denver Public Schools)

San Fernando, CA (Los Angeles County Schools)

Appendix B

School Districts and Teachers Unions Contacted

*Council Bluffs Public Sch.

*Dayton City Schools

*D.C. Public Schools

*Denver Public Schools

*Kansas City Public Schools

*Omaha Public Schools

*Note: Teachers from the Westcoast region (Calif.) participated through the assistance of Maria Luis Reza, the principal of San Fernando Junior High School in Los Angeles County.

Ancorage Ed. Association

Ancorage Public Schools

Billings Public Schools

Chicago Public Schools

Dallas Independent Sch. Dis.

Des Moines Public Schools

Jackson (MS) Public Schools

New York City Public Sch.

Salt Lake City School Dist.

Un. Teachers of Los Angeles

* Denotes school districts which participated in this study.

Appendix C

120 S. 36th Street
11
Omaha, NE 68131

December 20, 1990

To Whom It May Concern,

The enclosed questionnaires are on Nationwide Teacher Certification. If possible, I'd like for you to dissimulate such to both teaching and counseling personnel who are working in your school system and who have transferred in from another state.

The data collected will be tabulated and published in an upcoming master's thesis on the topic by P. R. West, a graduate student in Education at the University of Nebraska at Omaha. The questionnaires should be sent back to the address listed atop by 02-20-91.

In order for the study to be representative of both large and small school districts nationwide, we solicit your support and participation. (A ninety percent return rate has been listed as appropriate by the student's thesis committee.) Thus, please return such and as-soon-as-possible.

In the event that the number of questionnaires sent (25 per school district) is not enough to cover the demand for willing participants, please feel free to duplicate and pass out at your leisure.

Thank you for your time and consideration of this request. I hope to hear from you positively in the near future. Copies of the Master's thesis will be sent at no charge to participating school districts.

Sincerely,

P.R. West

Appendix D

Nationwide Teacher Certification Questionnaire

120 S. 36th Street, Apt. # 11 Omaha, NE 68131

Dear Teacher, Counselor, or School Administrator,

The following questionnaire has been put together to measure attitudes on teacher certification. The data collect will be used in an upcoming master's thesis on the topic. Please take a few minutes to fill out this brief questionnaire and send it back to the address posted above before 02-20-91. Thank you.

1) Are you familiar with the current move for nationwide teacher certification? (Please circle one.)
Yes Somewhat Vaguely No

2) Do you believe a uniform criteria will help the professional status of teaching and teacher related professions (i.e., counseling, etc.?) Yes No Unsure

3) How many different states have you taught or worked for a school system in? (Please circle one.)
One two three four or more

4) How many different state certificates have you held? (*E.G., State of Iowa Teacher's Certificate, New Jersey State Counseling License, etc. i nclude temporary, emergency, provisional and regular certificates.)* Please circle: One Two Three Four More than four

5) Were the requirements for certification different in each state? (Please circle one.)
Yes No Not sure

6) Upon coming to your present job, was your old certificate accepted under some type of reciprocity agreement? Please circle one: Yes No Unsure

7) Were you as a teacher, counselor, or administrator, as a condition of your employment, required to take additional classwork to obtain certification? Please circle one: Yes No Not sure

8) Were you required to obtain a minimum score on a version of the Pre-Professional Skills Test (PPST) or the National Teachers Examination (NTE) before certification? (*Regular certification only.*)
Please circle one. Yes No Require to take exam, but no cutoff score issued.

9) Do you favor a national teacher certificate? Circle one: Yes No Not sure

10) Do you favor uniform requirements for the initial certification of teachers? Please circle one:
Yes No Not sure

11) Do you favor uniform requirements for the certification of counselors and administrators? Please circle one. Yes No Not sure

12) Do you favor uniform requirements for the relicensure of teachers? Please circle one: Yes No

13) Do you favor uniform requirements for the relicensure of counselors and administrators?
Please circle one. Yes No

14) Do you believe uniform requirements for certification will help the professional status of teaching and teacher related (i.e., counseling, etc.) professions?

15) Any comments? (Please write legibly.)

Appendix E

518 Freemont Street
Winchester, VA 22601

Sept. 3, 1991

J. Dale Manning
Personnel Services Administrator
Salt Lake City Public School District
440 East First South
Salt Lake City, Utah 84111-1838

Dear Mr. Manning,

Allow me to reintroduce myself. My name is Paulus R. West. I am the graduate student w[ho] contacted your office back in January of this past year. Once again, I am seeking assistance completing a study which I believe is important for educators nationwide.

As you are aware, I had been working on a Master's thesis on teacher certification. One w[eek] ago, I flew to Omaha and I had the oral defense. Unfortunately, the thesis was rejected becau[se] of a **"low response rate."** All I need to do is secure a higher response rate and retabulate t[he] statistics and I'll secure my Master's.

In your last correspondence to me, dated April 16, 1991 you stated that the return da[te] indicated on the form would not allow "adequate time for us to send the questionnaires to o[ur] employees and for them to respond to you." This re-issue period might allow additional tim[e] for you to participate.

Inorder to have a representative opinion of teachers across the country, I randomly selected school districts demographically. Needless to say, I did not receive a correspondence from Sa[lt] Lake City, which is an important educational center in the West region.

If possible, I'd like for you to distribute information-direction sheets, questionnaires, a[nd] self-addressed stamped envelope to members of your district or school system for me. T[he] questionnaire is short -- one page. The directions /information sheet is also one page. Enclo[sed] is a copy. In the event that you'd agree to assist me in this effort, I'd be more than happy to s[end] you 25 copies A-S-A-P.

Thank you for your time and reconsideration of this inquiry in advance. I hope to hear from y[ou] positively in the future. In the event that you'd like me to call you so that I can clarify anyt[hing] for you, please leave a message on my answering machine within 10 days. (703) 662-3[...] Also, feel free to call me if you'd like for me to ship the questionnaires immediately. Once ag[ain] thanks.

Sincerely,

P.R. West

"... through research, <u>we</u> can make education better!"

Appendix F

120 S. 36th Street
Apt. # 11
Omaha, NE 68131

December 20, 1990

JAN 2 1991

Dear Sir (s),

Allow me to introduce myself. My name is P.R. West and I am a graduate student in Education at the University of Nebraska at Omaha. For the past four years I have worked as a public school teacher: first in Chicago and for the last two years here in Omaha. When various professors suggested possible topics for my thesis, I tried to pick something I had some knowledge of and experience with. Hence, I am in the process of researching the nationwide teacher certification movement.

Upon reading several articles, I came across the ***"Stanford Project"***. Yet the reports which referred to it failed to include in the bibliography an address where I might be able to obtain a copy of it . Thus, this inquiry is twofold. First, I'd like for a copy to be sent to me if possible. Secondly, if there are copies in your files of any articles about the Stanford Project (or even bibliography) then I'd be greatly appreciative if a copy of such could be sent to me as well. In the event that there is a fee involved please bill me at the above listed mailing address. (Not to exceed $30.00)

Thank you in advance for your time and consideration of this inquiry. I hope to hear from you in the near future.

Sincerely,

P. R. West

P. R. West,
hope you enjoy the enclosed
newspaper articles as well as
IAP staff manuscripts.
87 Jate

Appendix G

NATIONAL BOARD FOR PROFESSIONAL TEACHING STANDARDS

INVOICE

(Date) February 15, 1991

To: P.R. West
120 S. 36th Street
Omaha, NE 68131

Thank you for your order for 1 (Copy/Copies) of:

TOWARD HIGH and RIGOROUS STANDARDS for the TEACHING PROFESSION:
Initial Policies and Perspectives of the National Board for Professional Teaching Standards

TOTAL DUE: $ 7.00

PLEASE return one of the enclosed copies of this invoice with a check payable to:

National Board for Professional Teaching Standards
333 West Fort Street, Suite 2070
Detroit, MI 48226
Attention: Publications

(313) 961-0830

NET 30 DAYS

___ I want to know more about how I can support the work of the National Board for Professional Teaching Standards.

Appendix H

Des Moines Independent Community School District
Department of Information Management
1800 Grand Avenue
Des Moines, IA 50309-3399

...as E. Deeter, Ph.D.
...gram Evaluator, Testing & Research

515 242-7639

March 11, 1991

P. R. West
120 S. 36th Street
11
Omaha, NE 68131

Dear P. R. West,

The Research Committee has carefully considered your research proposal. A number of issues lead us to question its feasibility. These include:

1. The application form was not signed by the major professor.

2. It seems that the Des Moines Schools would be responsible for carrying out the logistics of the study for the researcher. Even if funds were provided, the study was viewed as an intrusion upon the Department of Human Resources Management.

3. The committee found it difficult to see the connection between a national teacher certification and state licensure reciprocity. For example, school psychologists may have a national NASP certification. However, they must also meet requirements for licensure in specific states.

4. The committee did not see any benefit to the Des Moines Schools. On the average, we receive applications for open positions at a greater than 6:1 ratio. For most positions, our in-state universities provide us with enough qualified applicants. Also, for many graduates from out-of-state who wish to obtain Iowa licensure, the process is not as difficult as you seem to imply.

As a result, we are turning down your request to do research in the school district. If you have any questions regarding our decision, please contact Dr. Thomas E. Deeter at 242-7639. I wish you luck in finding the necessary subjects to complete your research.

Sincerely,

Dr. Thomas E. Deeter
Chairperson, Research Committee

Dr. Raymond Armstrong
Associate Superintendent for Teaching and Learning

Appendix I

NEW YORK CITY PUBLIC SCHOOLS

JOSEPH A. FERNANDEZ
CHANCELLOR

March 18, 1991

P.R. West
120 S. 36th Street #11
Omaha, NE 68131

Dear Sir/Ms.:

The Division of Human Resources of the New York City Public Schools received your questionnaire concerning Nationwide Teacher Certification policy. I am writing to inform you that the questionnaire has been forwarded to the Office of Recruitment, Personnel Assessment, and Licensing, ATT: Howard S. Tames, Director, 65 Court Street, Brooklyn, NY 11201, since it requires a response reflecting opinion on teacher licensing policy.

If you require further information, please contact me at (718) 935-2835. Thank you very much for your cooperation.

Sincerely,

Gary Barton
Deputy Executive Director
Office of Pedagogical Personnel

GB:tn

DIVISION OF HUMAN RESOURCES • 65 COURT STREET • BROOKLYN, NEW YORK 11201

Appendix J

NEW YORK CITY PUBLIC SCHOOLS

JOSEPH A. FERNANDEZ
CHANCELLOR

April 15, 1991

P.R. West
120 S. 36th Street, #11
Omaha, NE 68131

Dear Sir/Madam:

The Office of Recruitment, Personnel Assessment and Licensing received your questionnaire in error.

Inasmuch as you request the questionnaires be filled out by teachers and counselors who are working in the New York City Public Schools, I have appropriately rerouted them to Mr. Gary Barton, Deputy Executive Director, Office of Pedagogical Personnel.

If you require additional information, Mr. Barton can be reached at 65 Court Street, Room 605, Brooklyn, New York 11201, (718) 935-2835.

Sincerely,

Howard S. Tames

Howard S. Tames
Director
Office of Recruitment,
Personnel Assessment and Licensing

HST:md

c: Gary Barton

DIVISION OF HUMAN RESOURCES • 65 COURT STREET • BROOKLYN, NEW YORK 11201

Appendix K

CHICAGO PUBLIC SCHOOLS

Department of Human Resources • 3814 West Peterson • Chicago, Illinois 60659
Telephone 312 583-7623 • FAX 312 583-7627

May 10, 1991

Mr. P. R. West
11111 Seward Plaza #1908
Omaha, Nebraska 68154

Dear Mr. West:

Please be informed that the teacher questionaires mailed on January 10, 1991 never arrived in this office. We apologize for any inconveniences this might have caused.

Sincerely,

Roosevelt Brassel, Ed.D.
Coordinator
Recruitment and Certification

RB:jj

Appendix L

Salt Lake City School District
440 East First South
Salt Lake City, Utah 84111-1898
(801) 322-1471

April 16, 1991

T. R. West
11111 Seward Plaza #1908
Omaha, NE 68154

Dear Mr. West:

In response to your telephone call of today, this is to confirm that the questionnaire/study which you sent to this office was not distributed. Based on the return date indicated on the form, there was not adequate time for us to send the questionnaires to our employees and for them to respond to you.

We apologize for any inconvenience this may have caused you.

Sincerely,

J. Dale Manning
Personnel Services Administrator

fd

Equal Opportunity Employer

Appendix M

BILLINGS PUBLIC SCHOOLS

BILLINGS, MONTANA 59102-5899

415 North 30th Street
April 18, 1991

Mr. T. R. West
11111 Seward Plaza Apt. 1908
Omaha, NE 68154

Dear Mr. West:

Per our phone conversation the other day, I am writing to verify that the Personnel Office does not recall receiving your "Nationwide Teacher Certification Questionaire" that you were working on for your master's thesis. The District normally does not do surveys of this type.

Sincerely,

Joanie Peterson
Administrative Spclst.

jp

Appendix N

Office of Human
Resource Management

Division of
Teacher Services

415 12th Street, N.W., Room 1013, Washington, D.C. 20004 (202) 724-4246

May 23, 1991

Mr. P.R. West
120 S. 36th Street
Omaha, Nebraska 68131

Dear Mr. West:

The Division of Teacher Services Certification and Accreditation Branch is forwarding twenty-eight (28) completed questionnaires regarding Nationwide Teacher Certification.

Five schools in our district participated in the survey using teachers that met the qualifications specified.

We would like to have a copy of the Master's thesis (at no charge) upon completion.

If there are questions or concerns, please contact Mrs. Eleanora M. Ridgley, Assistant Director on (202) 724-4249.

Sincerely,

Mary Hendrick Conley

Mary Hendrick Conley, Ph.D.
Director

MHC:ard

Enclosures